



Wisconsin Department of Transportation

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Governor

Mark Gottlieb, P.E.
Secretary

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Date: July 10, 2012

To: Secretary Mike Huebsch
Wisconsin Department of Administration

From: Secretary Mark Gottlieb, P.E.
Wisconsin Department of Transportation

A handwritten signature in black ink that reads "Mark Gottlieb".

Subject: Wisconsin Department of Transportation's Lean Government Initiative

The Wisconsin Department of Transportation's (WisDOT) mission is to "provide leadership in the development and operation of a safe and efficient transportation system", with a vision of "dedicated people creating transportation solutions through innovation and exceptional service."

The department has taken the first step toward implementing Lean Government strategies through deployment of the agency's MAPSS Performance Improvement Program. The program, which includes department-wide participation of leadership and staff, focuses on five core strategic goal areas:

- Mobility: delivering transportation choices that result in efficient trips and no unexpected delays;
- Accountability: the continuous effort to use public dollars in the most efficient and cost-effective way;
- Preservation: protecting, maintaining and operating Wisconsin's transportation system efficiently by making sound investments that preserve and extend the life of our infrastructure, while protecting our natural environment;
- Safety: moving toward minimizing the number of deaths, injuries and crashes on our roadways; and
- Service: high quality and accurate products and services delivered in a timely fashion by a professional and proactive workforce.

The MAPSS Performance Dashboard provides a transparent, high-level summary of 23 measures identified as of highest interest to the traveling public, legislators and commercial transportation stakeholders for demonstrating efficient and responsible stewardship of transportation dollars. A quarterly scorecard is accompanied by a narrative report, designed to provide more detailed information on the performance of the state's transportation system. Electronic versions of this document are available for viewing on WisDOT's Internet [MAPSS homepage](#). The department also recently implemented an internal software tool that displays interactive, drill-down data related to each measure, which can be used for process improvements. In 2013, this information will be available to the public and key transportation stakeholders.

As a next step in our Lean Government Initiative, the department has formed MAPSS Steering and Working Teams, which are actively developing targeted performance management initiatives to maximize our operational performance and service delivery. Key department staff will attend a Lean Government Workshop sponsored by UW-Stout to develop a basic knowledge of the benefits of Lean. The department is investigating additional management and staff training to provide leadership and facilitation for Lean events.

The department will be focusing on specific opportunities, within the constraint of current statutes and administrative rules, for process improvements to:

- Address high-priority issues identified by leadership, staff and external transportation stakeholders;
- Maximize efficiency and minimize waste;
- Increase staff productivity;
- Standardize processes to reduce variability, streamline processes and improve reliability; and
- Inform data-driven decisions.

The following are the department's pilot projects, including targets:

1. **Timely Payments to Vendors** – Analyze the payment of invoices from all airport development consultants and construction contractors for federal, state and local funded airport development contracts and includes contracts for planning, land acquisition, design and construction.
 - Target (service): Prompt payment of all invoices within 10 calendar days.
2. **Telecommunications Management Long-Term Action** – Apply process improvement principles to the telecommunications expense management program across the Department. The team's mission is to consolidate telecommunications management operations centrally and acquire a telecommunications expense management system to manage inventory and expenditures thereby reducing overall costs to the department.
 - Target (accountability): Reduce telecommunications coordinator (TAC) assignments by more than 50 percent.
 - Target (accountability): Cost savings in Fiscal Year 2013 of \$1.1M when compared to Fiscal Year 2011 telecom expenses.
 - Target (service): Eliminate need for telecom purchase orders by Fiscal Year 2014, thereby saving approximately 80 staff hours annually.
 - (Target TBD): Provide better budget and operational data for telecom program management.
3. **School Bus Safety Inspections** – Apply process improvement principles to streamline the school bus inspection process and create electronic school bus inspection forms housed in a centrally located server.
 - Target (safety): Electronic verification of 100 percent of school bus inspections.
 - Target (service): Reduce delivery time of inspection reports to one week or less.
 - Target (accountability): Implement an electronic database by 1/1/13.

4. **DMV Skills Testing Availability** – Improve skills test availability statewide by better meeting the demand for skills tests at each of the 82 permanent DMV offices. The team will also look at pass/fail rates statewide to ensure there is consistency and to ensure that only drivers who can operate safely can obtain a product.
- Target (accountability): DMV permanent offices are staffed to meet 90 percent of estimated demand for skills tests.
 - Target (service): Implement score of 10 to a station that offers 100 percent of the appointments needed to meet local demand, with an overall target of 94 percent rated acceptable.
 - Target (safety): Ensure consistent pass/fail rate across the state, with a deviation of no more than one percent from the statewide average in any single office.
5. **Milestone and Resource Tracking Report** – Create an automated quarterly project milestone and resource and tracking report that Division of Transportation System Development (DTSD) managers will use to better utilize staff resources and more efficiently move projects through the review/approval process.
- Target (accountability): Quarterly report with standardized terminology implemented by December 31, 2012.
 - Target (accountability): Report available for all DTSD meetings, including those with the Federal Highways Association (FHWA), Department of Natural Resources (DNR), State Historical Society, Environment Protection Agency (EPA), et al.

These projects will be tracked and reviewed quarterly for progress in meeting the targets. The department will provide a summary of results at the beginning of each year to the Governor. After the initial set of projects has been completed, WisDOT's Board of Directors and Secretary's Office will evaluate the results and make recommendations for future improvement projects.

The department is looking forward to providing transparency and accountability for wise stewardship of transportation funds, and collaborating with other state agencies in the Lean Government Initiative to achieve continuous improvement.

Performance Initiative Charter

Wisconsin Department of Transportation

Project name: Telecommunications Management Long-Term Action Plan

Date chartered: 06/29/2012 **Expected completion date:** TBD

Team/Mission: Apply process improvement principles to the telecommunications expense management program across the Department. The team's mission is to consolidate telecommunications management operations centrally and acquire a telecommunications expense management system to manage inventory and expenditures thereby reducing overall costs to the department. The initial project scope is focused on voice communications (exceptions noted as "out of scope").

MAPSS core goal/performance measure(s) to be used to quantify progress, determine success:

| MAPSS Core Goal | Performance measure | Target |
|---|---|--|
| Accountability (staff time) | Reduce the number department staff and total hours performing telecommunications coordinator (TAC) assignments. | Currently, 57 staff spend time doing TAC duties. Goal is to reduce time by 50%. |
| Accountability (costs) | Reduction in one-time and recurring expenditures for telecom products and services | Savings in FY13 of \$1.1M compared to FY11 telecom expenses |
| Service Delivery (process improvements) | Elimination of specific inefficient/unnecessary processes | By FY14, eliminate need for Bud PO's, saving approximately 80 staff hours annually |
| Accountability, Service Delivery | Provide better budget and operational data for telecom program management | Target TBD |

Team Members: Managers and staff from BITS, Office of Policy Budget and Finance staff

Issues to be addressed: The following issues are in the scope of this project:

1. Inefficient staffing (caused by turnover, lack of training, challenging technology, etc.);
2. Decentralized data (decentralized billing data, manual data sources, lack of complete, consistent, integrated telecom data);
3. Improve workflow of telecom functions;
4. Improve overall telecom expense and proper oversight; and
5. Instill a culture of customer service in response to requests for telecom services.

Expected results: The following deliverables and results are expected upon projection completion:

1. Increase hours available for other duties to staff performing TAC duties on a "part-time" basis;
2. Utilize telecom savings to fund telecom program operations and the implementation of a Telecom Expense Management system (TEM);
3. Improved efficiency and effectiveness of telecommunications program management and oversight, department-wide;
4. Elimination of annual Bud-POs ;

5. Reduction in hours spent by Expenditure Accounting staff on telecom activities; and
6. Implementation of an automated system that will maintain inventory, capture and manage billing data, assist with procurement of equipment and services, and identify inefficiencies in telecom expenditures on an ongoing basis

Support/resource people: Office of Policy and Budget support staff and division budget coordinators, BITS technical support staff, Expenditure Accounting staff, Division telecom support staff (TACs), Bureau of Human Resource Services, DOT Executive Office and Division senior management, Performance Measure Manager

Responsibilities and business areas in scope: DOT Divisions and Executive Offices will support the centralized telecom management program while maintaining control of their division budgets; Telecom support staff are centralized into the Bureau of Information Technology Services to handle procurement of products and services, respond to incidents and problems with billing, and address customer service requests.

Project assumptions, risks and constraints: Assumes adequate staff and retention of staff through the project, full divisional support and support of division staff during and after transition, successful and timely installation of a TEM

Out of scope: This project will not include voice communications associated with Blackberry and Smart Phones, Division of State Patrol Mobile Data Communications Network (MDCN) tower network, nor Division of Motor Vehicle's Automatic Call Distribution (ACD) network

Performance Initiative Charter

Wisconsin Department of Transportation

Project name: DMV Skills Testing Availability Improvement Project

Date chartered: 12/01/2011 **Expected completion date:** 12/31/2012

Team/Mission: The mission of this effort is to improve skills test availability statewide by better meeting the demand for skills tests at each of the 82 permanent DMV offices. In past years, due to the variability of staffing levels by office, some areas of the state did not have enough skills test appointments offered to meet the local demand. This resulted in teens and their parents traveling further than they would like to take the DMV skills test.

DMV is developing a performance metric that will provide a weekly goal for skills test appointments offered by every office and evaluate how well that office met their goals using a 1-10 scale.

The metric will look at where customers obtain their learner's permit as this is likely the closest location to their home and the place they would like to take their skills test. Since people under the age of 18 must hold the learners permit for at least six months before taking the skills test, a projection is made six months out for the number of slots that should be offered to meet local demand. A failure rate is factored in as well to ensure enough tests are offered. The team will also look at pass/fail rates statewide to ensure there is consistency and to ensure that only drivers who can operate safely can obtain a product.

MAPSS core goal/performance measure(s) to be used to quantify progress, determine success:

| MAPSS Core Goal | Performance measure | Target |
|-----------------|--|---|
| Accountability | Meeting the anticipated demand for skills tests statewide by maximizing staffing patterns. | DMV permanent offices are staffed to have enough class D skills tests available to meet 90 percent of estimated demand. |
| Service | Customers who seek to schedule skills test exams should be able to do so within four weeks of becoming eligible to test at the location at which they obtained their learner's permit. | The skills test performance measure gives the highest score of 10 to a station that offers 100 percent of the appointments needed to meet local demand. The overall target is 94 percent. |
| Safety | Testing needs to be uniform and consistent to ensure all drivers are tested objectively and able to operate a vehicle safely. | Ensure consistent pass/fail rate across the state, with a deviation of no more than one percent from the statewide average in any single office. |

Team Members: Kristina Boardman, Aileen Switzer, Jim Miller, Don Reincke, Tracy Howard, Sandra Brisco, Barney Hall, Don Genin, Jill Geoffrey, Patti Nelson

Issues to be addressed: DMV needs to offer skills tests appointments in sufficient amounts to meet customer demand at each of the 82 permanent locations.

Expected results: Perfecting a performance measure that predicts demand six-months ahead and provides a score of 1-10 for how much of the predicted demand is met by offered appointments will allow for performance improvements as

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best practices are gleaned from more successful stations. It will also allow for reallocating staff if needed to achieve better results/improve efficiency.

Support/resource people: Supervisors and examiners will be required to closely work with the report to meet standards; Performance Measure Manager.

Responsibilities and business areas in scope: DMV Bureau of Field Services will handle this project and reporting.

Project assumptions, risks and constraints: Assumption is that customers want to take the skills test at the same location where they obtained their learner's permit. Constraints are limited ability to increase tests slots due to limited staffing.

Out of scope: N/A

Performance Initiative Charter

Wisconsin Department of Transportation

Project name: School Bus Inspection Process

Date chartered: 07/03/2012 **Expected completion date:** 1/1/2013

Team/Mission: Apply process improvement principles to streamline the school bus inspection process. The team's mission is to reduce the time it takes to deliver inspection reports, increase data quality, increase customer satisfaction and increase school bus safety. The scope of this project includes creating electronic school bus inspection forms housed in a centrally located server.

MAPSS core goal/performance measure(s) to be used to quantify progress, determine success:

| MAPSS Core Goal | Performance measure | Target |
|-----------------|--|--|
| Safety | Increase school bus safety. | Electronic verification of 100% of school bus inspections. |
| Service | Reduce delivery time of inspection reports. | Reduce to 1 week or less. |
| Accountability | Improve data quality through the implementation of an electronic database. | Implementation by 1/1/13. |

Team Members: Mark Resheske, David Hesse, Rick Acklin, David Harvey, Jim Larson, Sharron Gu, Jennifer Mobley, Travis Lauer

Issues to be addressed: The project will avoid timely mailing processes, cut out the redundant data entry portion of inspections, reduce paper use and filing, and create electronic data. Inspection and certification reports (verifying violations have been fixed) will be able to be emailed between the company and DOT allowing a company to rectify any violations and return to service more quickly. It is also possible that school bus inspection times will improve.

Expected results: Expected deliverables are the implementation of a paperless inspection form and implementation of an electronic database housed in a centrally located server.

Support/resource people: State Patrol Inspectors, DOT Performance Measure Manager

Responsibilities and business areas in scope: Detail standard operating procedure for school bus inspection process. Develop the electronic school bus inspection form and implement the electronic database.

Project assumptions, risks and constraints: A constraint is the use of a full size MDC (laptop) rather than a handheld device. An additional constraint is the full implementation by the beginning of the calendar year (the annual school bus inspection cycle).

Out of scope: This project only includes streamlining the school bus inspection process.

Performance Initiative Charter

Wisconsin Department of Transportation

Project name: Timely Payments to Vendors

Date chartered: 08/01/12 **Expected completion date:** 08/01/13

Team/Mission: The purpose of the team is to apply process improvement principles to the series of steps required to pay airport program vendor invoices. The team Mission is to exceed customer expectations through rapid payment of their invoices. The scope of this project includes the payment of invoices from all airport development consultants and construction contractors for federal, state and local funded airport development contracts and includes contracts for planning, land acquisition, design and construction.

MAPSS core goal/performance measure(s) to be used to quantify progress, determine success:

| MAPSS Core Goal | Performance measure | Target |
|----------------------------|---|--|
| Service/ Accountability | Investigate the steps involved in the process to pay customer invoices. Measure the days required to make payments. Develop techniques or new process steps to shorten the payment time without loss of quality. Take personal responsibility to be accountable to customers. | Payment of all invoices in 10 calendar days. |

Team Members: Tami Weaver, Colleen Endres, Keith Gerard, David M. Greene, Director

Issues to be addressed: Slow speed of payment process and lack of consistency and predictability in the time required to make payments. We intend to develop a process that will be faster, more reliable (consistent) and predictable so we can communicate accurately with customers about the time in which they can expect payment of their invoice(s). Explore the possibility of adapting improvement steps to other Finance processes.

Expected results: The team will develop and implement a rating scale to grade the Teams progress in its attempt to meet the Performance Measures goal of 10 days. A report will be developed showing the history of payment performance, analysis discussing the process, changes made to the process and best practice recommendations for processing invoices for payment.

Support/resource people: Engineering Section Project Managers, they are the resource that provides the Financial Unit with invoices, Performance Measure Manager

Responsibilities and business areas in scope: Bureau of Aeronautics, timely payment of invoices.

Project assumptions, risks and constraints: Assumption that project managers will be timely in reviewing invoices and either challenging the invoice or qualifying invoice as ready to pay. Delay in submitting qualified invoices for payment will impact vendor despite timely processing by Financial Unit.

Out of scope: The time for Project Managers to qualify invoices submitted by vendors as ready for payment and delivery to the Financial Unit is beyond the control of the Finance Unit and beyond the scope of this performance measure. Bureau of Business Services' or Department of Administrations' processing or mailing of invoice payments is beyond the control of the Finance Unit.

Performance Initiative Charter

Wisconsin Department of Transportation

Project name: Milestone and Resource Tracking Report

Date chartered: 07-03-2012 **Expected completion date:** 12/31/2012

Team/Mission: Apply process improvement principles to statewide tracking of project milestones and resources. The team's mission is to create an automated quarterly project milestone and resource and tracking report that Division of Transportation System Development (DTSD) managers will use to better utilize staff resources and more efficiently move projects through the review/approval process. The scope of this project includes Mega and Major Projects and Transportation Projects Commission (TPC) studies.

MAPSS core goal/performance measure(s) to be used to quantify progress, determine success:

| MAPSS Core Goal | Performance measure | Quantitative Target |
|-----------------|---|---|
| Accountability | Statewide Mega and Major Milestone and Resource Tracking Report | Quarterly report with standardized terminology implemented by December 31, 2012. |
| Accountability | Monthly Large Project Tracking Meetings | Report available for all DTSD meetings, including those with the Federal Highways Association (FHWA), Department of Natural Resources (DNR), State Historical Society, Environment Protection Agency (EPA), et al |

Team Members: Rebecca Burkel, Dewayne Johnson, Julie Millard, Steve Luedtke, Keith Robinson, Anita Pusch, Patty Oemig, JoAnn Moore, Beth Cannestra, FHWA Representative, Gary Whitehead and Van Walling

Issues to be addressed: Currently, DTSD has approximately 30 active Mega and Major projects and TPC studies. Each region is responsible for managing and tracking its projects and studies and ensuring that all milestones are met. Since the projects in each region are supported by the same entities and partners – DTSD central office, FHWA, DNR, the State Historical Society, EPA, etc. – it is necessary to better track project milestones and resources to ensure that all milestones can be met on time and that all partners have the appropriate time and staff to complete project milestones.

Creating a statewide Mega, Major, and TPS project tracking report will allow DTSD and its managers to better use management meetings to track and allocate resources to complete projects on time and on budget. Looking at the data and plans collectively, instead of on a regional, project-by-project basis will allow DTSD to more accurately allocate resources and respond to risks and issues that arise.

This milestones and resources tracking report of all DTSD projects will allow projects to move through the review/approval process more efficiently because DTSD will be allowed to plan for when staff resources are available and allow DTSD to better ensure that our partners also have the resources available to staff our projects and help achieve project milestones.

Expected results: The primary deliverable is that DTSD, FHWA, DNR, EPA, and the State Historical Society will be able to use the statewide milestones and resources tracking report to make decisions about revising timelines, deploying more resources, and make sure that multiple projects are not competing for the same resources at the same time.

Use of this schedule has already allowed DTSD to help the FHWA articulate the need for additional resources to assist with development of our projects.

The creation of this report has necessitated that DTSD managers re-define monthly meetings at the Bureau Director level and use the report as the framework for the meeting – discussing risks, issues and resource demands.

Once the automatically generated quarterly report is in place, DTSD will be able to ensure that all projects are able to be completed on time because the resources are in place from DOT and partner agencies to meet and achieve project milestones.

Support/resource people: WisDOT Bureau of Information Technology Services, DNR, State Historical Society, Performance Measure Manager

Responsibilities and business areas in scope: Includes DTSD Region Project Managers – coordinating and tracking projects; DTSD managers – providing oversight, including assessing and discussing project risks, issues and resource demands; FHWA – project partner; DNR – project partner; and State Historical Society – project partner

Project assumptions, risks and constraints: In order to have a useful, accurate report, DTSD staff need to make sure that project data entered into PMP is completely entered and up-to-date. In order to fully implement this performance initiative, DTSD will need to identify and implement the IT solution that will automate the quarterly generation of this report.

Out of scope: Tracking of State Highway Program Projects –Projects that are not Major, Mega, or a TPC study.